

Message Text

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NSAE-00 NSC-10 PA-04 RSC-01 PRS-01 SPC-03 SS-20

USIA-15 NEA-10 TRSE-00 SAJ-01 ACDA-19 OIC-04 AEC-11

OMB-01 DRC-01 /164 W

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P R 211815Z DEC 73

FM USMISSION NATO

TO SECSTATE WASHDC PRIORITY 3387

SECDEF WASHDC PRIORITY

AMEMBASSY VIENNA

USNMR SHAPE

S E C R E T SECTION 1 OF 2 USNATO 6245

E.O. 11652: GDS

TAGS: PARM, NATO

SUBJECT: MISSION COMMENTS ON IS DRAFT ON STABILIZING MEASURES

VIENNA FOR USDEL MBFR

REF: USNATO 6231

SUMMARY: SPC AD HOC DRAFTING GROUP REVIEWED US "ANNEX" ON STABILIZING MEASURES LINE-BY-LINE DECEMBER 19, ON THE BASIS OF WHICH INTERNATIONAL STAFF SUBSEQUENTLY CIRCULATED AN INITIAL DRAFT REPORT. MAIN ISSUES ARISING FROM DISCUSSION WERE AS FOLLOWS (IN ORDER IN WHICH THEY APPEAR IN REPORT):

--DEGREE TO WHICH IT WILL BE NECESSARY TO ENSURE THAT STABILIZING MEASURES WOULD NOT INHIBIT NATO FORCE MOVEMENTS AT SHORT NOTICE IN TIMES OF TENSION AND QUESTION OF SANCTIONS IN CASE OF SOVIET VIOLATION OF AGREEMENT.

--WHETHER AND HOW OTHER PARTICIPANTS IN MBFR NEGOTIATIONS WOULD BE ASSOCIATED WITH A STABILIZING MEASURES AGREEMENT.

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--WHETHER PRE-ANNOUNCEMENT OF U.S. FORCES "OUT OF THE AREA" WOULD INHIBIT U.S. ABILITY TO SEND FORCES TO AREAS OTHER THAN ACK TO THE U.S., E.G. TO THE MIDDLE EAST.

--THE AMOUNT OF DETAIL WHICH SHOULD BE PRESENTED TO THE OTHER SIDE AT THIS STAGE OF MBFR NEGOTIATIONS.

--THE DIFFERENCE BETWEEN THE U.S. SUGGESTIONS FOR THE DEGREE OF ADVANCE NOTICE AND THE AGREED WORKING GROUP REPORT ON MOVEMENT CONSTRAINTS (AC/276-D(73)4).

--ACCEPTABLE DEFINITION OF "EXERCISE."

--APPLICATION OF MEASURES TO MULTINATIONAL EXERCISES.

--LIMITATION ON THE OVERALL NUMBER OF EXERCISES IN THE REDUCTIONS AREA.

--WHICH PARTIES WOULD BE INVITED TO OBSERVE EXERCISES.

--FREEDOM OF MOVEMENT AND IMMUNITY FOR OBSERVERS.

TO MEET SPC TIMETABLE FOR REPORT TO JANUARY 9 COUNCIL (USNATO 6167), DRAFTING GROUP WILL MEET ON JANUARY 3 FOR INSTRUCTED DISCUSSION OF DRAFT. KEYING OUR COMMENTS TO PARAGRAPHS IN IS DRAFT, MISSION REPORTS BELOW ON DECEMBER 19 DISCUSSION AND REQUESTS GUIDANCE ON OUTSTANDING ISSUES. ACTION REQUESTED: GUIDANCE IN TIME FOR JANUARY 3 DRAFTING GROUP MEETING. END SUMMARY.

1. PARA 2: UK LANGUAGE.

2. PARA 3: UK LANGUAGE. US REP BRACKETTED TEXT, PENDING RECEIPT OF VIEWS OF NATO MILITARY AUTHORITIES (NMA'S). MC REP EXPECTED THAT SHAPE AND MBFR WORKING GROUP VIEWS WOULD BE AVAILABLE TO THE DRAFTING GROUP BY JANUARY 3. (COMMENT: REQUEST GUIDANCE ON A FORMULATION FOR THIS PARAGRAPH WHICH WASHINGTON WOULD FIND ACCEPTABLE AND ANY FURTHER WASHINGTON VIEWS ON POSSIBLE MEASURES ALLIES MIGHT TAKE IN CASE OF A VIOLATION. END COMMENT)

3. PARA 4:
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--"TO ALL OTHER PARTIES": U.S. REP AGREED AD REFERENDUM TO ACCEPT THIS PHRASE IN PARAS 4, 8 AND 12. (COMMENT: REQUEST WASHINGTON VIEWS ON (1) WHETHER ALL DIRECT PARTICIPANTS WOULD BE "PARTIES TO THE AGREEMENT" ON STABILIZING MEASURES AND (2) WHETHER BOTH DIRECT AND INDIRECT PARTICIPANTS WOULD RECEIVE PRE-ANNOUNCEMENTS DESCRIBED IN MEASURES I AND II. END COMMENT)

--"DECEMBER 1": UK REP SUGGESTED THIS DATE BUT SAID HE WOULD NOT PRESS POINT IF IT CAUSED DIFFICULTIES FOR U.S. (COMMENT:

REQUEST GUIDANCE ON RATIONALE FOR OCTOBER 1 DATE. END COMMENT)

--"CERTAIN": DUTCH REP ASKED IF THIS TERM WAS INTENDED TO EXCLUDE CERTAIN CATEGORIES OF MOVEMENTS BECAUSE OF THEIR SENSI-

TIVITY AND/OR TO KEEP OPEN THE POSSIBILITY OF MOVING U.S.
FORCES FROM EUROPE TO OTHER PARTS OF GLOBE, E.G. TO MIDDLE EAST.

--"OUT OF THE AREA": RELATED TO HIS QUESTION ABOUT "CERTAIN", "
DUTCH REP NOTED POSSIBLE INCONSISTENCY BETWEEN TITLE OF MEASURES
AND MOVEMENTS OF U.S. FORCES OUT OF THE AREA. U.S. REP UNDER-
STOOD TERM "OUT OF THE AREA" TO APPLY ONLY TO "ROTATION", BUT
WOULD SEEK CLARIFICATION. (COMMENT: REQUEST GUIDANCE ON RATIONALE
FOR TERM "CERTAIN" AND ON WHICH MOVEMENTS "OUT OF THE AREA"
WOULD BE COVERED ENC COMMENT)

4. PARA 9: UK REP BELIEVED THAT THIS PARAGRAPH WOULD REQUIRE
SUBSTANTIAL REDRAFTING TO BRING IT INTO LINE WITH AC/276-D(72)4.
(COMMENT: IN VIEW OF WASHINGTON'S WILLINGNESS TO CONSIDER FURTHER
THE PROPOSAL IN AC/276-D(72)4 THAT THE NUMBER OF DAYS ADVANCE
NOTICE MIGHT VARY WITH THE SIZE OF THE MOVEMENT (STATE 235476),
REQUEST GUIDANCE ON WHETHER AND HOW WASHINGTON WOULD BE WILLING
TO MODIFY PARAGRAPHS 6, 9 AND 10. END COMMENT)

5. PARA 9, FOOTNOTE1: REFLECTS DUTCH AND BELGIAN VIEW THAT ALLIES
NEED NOT PUT FORWARD THE AMOUNT OF DETAIL LISTED IN THESE
PARAGRAPHS AT THIS STAGE IN NEGOTIATIONS. U.S. REP RESPONDED
THAT DRAFTING GROUP SHOULD TRY TO REACH AGREEMENT ON THESE DETAILS
AND LEAVE IT TO OTHERS TO DECIDE WHEN AND HOW THESE DETAILS
MIGHT BE USED IN NEGOTIATIONS. (COMMENT: WE PLAN TO CONTINUE
TAKING THIS LINE, SINCE WE CONSIDER THAT THIS IS A MATTER WHICH
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THE AD HOC GROUP IN VIENNA CAN RESOLVE. WE MAY HAVE TO COME BACK
TO THIS QUESTION, HOWEVER, IF ONLY PARTIAL AGREEMENT ON DETAILS
APPEARS POSSIBLE IN NEAR FUTURE. END COMMENT)

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6. MEASURE II TITLE, FOOTNOTE: UK REP SAID THAT DEFINITION IN PARA 13 DID NOT MAKE SUFFICIENT DISTINCTION BETWEEN "EXERCISES" AND "MOVEMENTS." MBFR WORKING GROUP IS SCHEDULED TO DISCUSS DEFINITION OF EXERCISES ON DECEMBER 28. (COMMENT: USNATO 6179 REQUESTED GUIDANCE FOR WORKING GROUP DISCUSSION. END COMMENT)

7. PARA 12: DUTCH AND FRG REPS ASKED HOW THIS MEASURE WOULD BE APPLIED TO MULTINATIONAL EXERCISES. THIS QUESTION APPLIES AS WELL TO MEASURES III AND IV. US REP SAID THAT HE ASSUMED THAT MEASURES WOULD APPLY TO ALL U.S. SOVIET EXERCISES WHICH FIT THE DEFINITION OF "MAJOR," WHETHER THESE ARE NATIONAL OR IN THE CONTEXT OF MULTINATIONAL EXERCISES. TO APPLY THESE ONLY TO NATIONAL EXERCISES WOULD SAP THESE MEASURES OF THEIR CONFIDENCE-BUILDING EFFECT, SINCE THREATENING SOVIET "EXERCISES" IN EASTERN EUROPE HAVE CHARACTERISTICALLY BEEN MULTINATIONAL. HE ASSUMED, HOWEVER, THAT SINCE THESE MEASURES WOULD APPLY ONLY TO U.S. AND SOVIET FORCES, THE U.S. WOULD ANNOUNCE ONLY ITS PARTICIPATION AND WOULD NOT PLAN TO INCLUDE INFORMATION, SUCH AS THAT LISTED IN PARA 7, ON OTHER ALLIED FORCES. (COMMENT: THIS WILL OBVIOUSLY BE A KEY QUESTION IN FUTURE DISCUSSIONS. REQUEST GUIDANCE ON SECRET

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PRECISELY HOW WE WOULD APPLY THESE MEASURES TO MULTINATIONAL EXERCISES. END COMMENT)

8. PARA 14: DRAFTING GROUP DROPPED PHRASE "AT A MINIMUM" FROM ORIGINAL U.S. TEXT, SINCE THE PHRASE NO LONGER SEEMED NECESSARY.

9. PARA 15, SUBPARA (A): DTUCH REP ASKED HOW THIS MEASURE WOULD APPLY TO A MULTINATIONAL NATO EXERCISE IN WHICH MORE THAN A TOTAL OF 35,000/50,000 PERSONNEL PARTICIPATED? WOULD IT MEAN THAT U.S. FORCES WOULD AUTOMATICALLY BE EXCLUDED FROM PARTICIPATING IN ANY EXERCISE OF THIS SIZE? (COMMENT: REQUEST GUIDANCE. END COMMENT)

10. PARA 15, SUBPARA (C): THE ELIMINATION OF ANY REFERENCE TO LOCATION IN THIS SUBPARA TRANSFORMS THIS ELEMENT OF THE MEASURE INTO AN OVERALL LIMIT ON MAJOR U.S. EXERCISES THROUGHOUT THE NGA. (COMMENT: IS WASHINGTON WILLING TO ACCEPT THIS BROADER RESTRICTION? IF SO, REQUEST GUIDANCE ON THE TOTAL NUMBER OF EXERCISES WHICH WE COULD ACCEPT AS A LIMIT IN ANY CALENDAR YEAR. END COMMENT)

11. PARA 16 SECOND SENTENCE: SEVERAL REPS CONSIDERED THAT THE REFERENCE TO DEFINED TRAINING AREAS COULD BE RETAINED IN

THIS SENTENCE, SINCE IT HAD A DIFFERENT MEANING THAN INTENDED BY THE OTHER REFERENCES TO "LOCATION" WHICH THE DRAFTING GROUP HAD DROPPED. U.S. REP AGREED, SINCE THIS SENTENCE WAS ADDRESSED TO THE INTERVALS BETWEEN MAJOR EXERCISES OUTSIDE OF DEFINED TRAINING AREAS AND NOT TO "LOCATION" PER SE. DRAFTING GROUP ASKED MC REP TO ADVISE ON THIS SENTENCE AT NEXT MEETING. (COMMENT: REQUEST GUIDANCE ON WHETHER WE SHOULD RETAIN THIS SENTENCE. ALSO REQUEST GUIDANCE ON THE PRECISE MEANING OF "RESERVATIONS" IN THE NEXT SENTENCE. END COMMENT)

12. PARA 17: US REP SAID HE WOULD SEEK INSTRUCTIONS ON WHETHER OTHER PARTIES WOULD BE INVITED TO SEND OBSERVERS TO MAJOR EXERCISES IN ADDITION TO U.S. AND SOVIET OBSERVERS. (COMMENT: REQUEST GUIDANCE. END COMMENT)

13. PARA 20, SUBPARAS (A) AND (C): FRG REP EXPRESSED STRONG CONCERN THAT THESE MEASURES NOT INFRINGE UPON THE SOVEREIGNTY
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OF THE COUNTRY IN WHICH THE EXERCISES TAKE PLACE.
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